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Report on the progress of training in peacekeeping

Report of the Secretary-General

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I. Introduction

1. In its report A/63/746 of 29 April 2009, the Advisory Committee on Administrative and Budgetary Questions recommended that the Secretary-General be requested to prepare a comprehensive report on training in peacekeeping that would clarify the impact of the 2008 peacekeeping training strategy and strategic peacekeeping training needs assessment, and outline a methodology for costing training activities and for monitoring and evaluation of the training programmes to ensure that objectives of the programmes, organizational goals and expected outcomes are fulfilled. The request was taken note of by the General Assembly in its resolution 64/269. The present report is submitted pursuant to that recommendation and covers the training activities for peacekeeping operations.

2. The 2008 peacekeeping training strategy and strategic training needs assessment set out a new direction for peacekeeping training, which was summarized in the 2009 report on the progress of training in peacekeeping (A/63/680). The new direction set a more strategic role for the Integrated Training Service of the Policy, Evaluation and Training Division focused on the setting of peacekeeping training standards, ensuring delivery of priority cross-cutting training needs and supporting the development of job-specific and technical training standards by offices in the Departments of Peacekeeping Operations and Field Support, and the provision of guidance, advice and support to Member States and integrated mission training centres in field operations on the implementation of training standards. The direction outlined in the 2008 strategy has been subsumed within a broader framework of peacekeeping reform as set out in the New Horizon process, which has initiated a comprehensive capability-driven approach with the aim of improving overall performance in the field.

3. The present report illustrates the improvements made in all phases of the training cycle, including the identification and prioritization of training needs, setting of standards, ensuring efficient delivery and outlining new systems for monitoring and evaluating the impact of training, including methodologies for identifying efficiency gains resulting from training. It addresses the issues raised by the Advisory Committee in paragraph 148 of its 2009 report (A/63/746), as well as the request for information on the Senior Mission Administration and Resource Training Programme (SMART) outlined in paragraph 68 of its 2010 report (A/64/660). The achievements to date illustrate that peacekeeping training is a strategic investment both for the United Nations and the international community that can enable the provision of personnel more capable of meeting the complex challenges facing United Nations peacekeeping in its consolidation phase.

II. Identification and prioritization of training needs

4. Peacekeeping training is a shared responsibility of Member States, the Departments of Peacekeeping Operations and Field Support and United Nations peacekeeping operations. Member States are responsible for predeployment training of uniformed personnel, while the Departments of Peacekeeping Operations and Field Support and field missions are responsible for induction and ongoing training, as well as all civilian training. In order to ensure that these partners, and the resources they bring to bear, contribute effectively to peacekeeping training, the 2008 United Nations peacekeeping training strategy and strategic peacekeeping

training needs assessment highlighted the importance of clear training policies to delineate roles and responsibilities for all the entities involved in peacekeeping training and establish a governance mechanism for the definition of clear peacekeeping training priorities.

5. In consultation with Member States, field operations, Headquarters training focal points and key partners, including the Office of Human Resources Management, the Departments of Peacekeeping Operations and Field Support adopted a policy on training for all United Nations peacekeeping personnel (May 2010) and a policy on support to military and police predeployment training (October 2009). They outline the roles and responsibilities of the Integrated Training Service of the Policy, Evaluation and Training Division, integrated mission training centres, the Office of Human Resources Management, Headquarters training focal points, senior management and Member States in ensuring priority training needs of peacekeeping personnel are addressed effectively and efficiently. The policy documents set out the role of the Department of Peacekeeping Operations/Department of Field Support working group, a senior management body comprising all Department of Peacekeeping Operations/Department of Field Support directors and chaired by the Chief of Staff, in approving the strategic level peacekeeping training priorities based on a cross-cutting needs assessment led by the Integrated Training Service. In July 2010, the Department of Peacekeeping Operations/Department of Field Support working group approved the following strategic and cross-cutting level training priorities based on the findings of the 2008 strategic peacekeeping training needs assessment and the New Horizon process, by category of personnel:

Table 1
List of identified peacekeeping training priorities

For all peacekeeping personnel		
Mandatory	*Recommended*	*Other*
Peacekeeping-specific courses	*Peacekeeping-specific courses*	*Office of Human Resources Management courses to be rolled out*
1. Predeployment (civilian predeployment training delivery for civilians, guidance to peacekeeping training institutions on military and police predeployment training)	1. Standardization of basic computer skills delivered in missions	1. International Computer Driving Licence
2. Induction	Office of Human Resources Management courses to be rolled out	*Existing e-learning courses (UN.SkillPort)*
3. Sexual exploitation and abuse and Code of Conduct ongoing training	2. Cross-cultural communications	2. Project management
4. HIV/AIDS orientation session	3. Client orientation	3. Critical thinking; creative problem-solving

For all peacekeeping personnel

Mandatory	*Recommended*	*Other*
5. Safe and Secure Approaches in Field Environments (SSAFE) training in designated countries *Existing e-learning courses* 6. Safety and security (Basic and Advanced Security in the Field courses) 7. Ethics and integrity in the workplace (Prevention of Workplace Harassment, Sexual Harassment and Abuse of Authority course)	*Existing e-learning courses (UN.SkillPort)* 4. Communication skills (presentation skills, negotiation skills, facilitating meetings and working groups and report writing)	4. Team-building; communicating effectively in a team; dispute resolution in the workplace 5. Advanced computer skills (advanced Microsoft Office, Lotus Notes courses)

Note: Integrated mission training centres to develop and deliver mission-specific training courses (e.g., in support of mission protection-of-civilian strategies).

For managers/practitioners

Mandatory (depending on responsibilities)	*Recommended*	*Job-specific and technical*
Office of Human Resources Management courses to be rolled out 1. Competency-based selection and interviewing skills programme (for all interview panel members) 2. Competency-based performance management 3. Supervisory skills 4. Management Development Programme 5. Project management 6. Collaborative negotiation 7. Report writing and managing the writing of others	*Peacekeeping-specific courses* 1. SMART (includes Management Development Programme) 2. Common peacekeeping curriculum (under development) *United Nations system course* 3. Joint Department of Peacekeeping Operations and Development Operations Coordination Office strategic planning workshop (integrated strategic framework course)s	1. Human resources certification 2. Joint geographic information services 3. Information and communications technology management 4. Management of contingent-owned equipment 5. Office of the Assistant Secretary-General for Rule of Law and Security Institutions 6. Disarmament, demobilization and reintegration 7. Judicial affairs officers 8. Gender 9. Child protection

For managers/practitioners		
Mandatory (depending on responsibilities)	*Recommended*	*Job-specific and technical*
Existing e-learning courses 8. Procurement 9. International Public Sector Accounting Standards		10. Joint Operations Centre 11. Logistics services, in particular those impacting health and safety

Note: To be further refined as talent management and related succession management plans and career learning paths to be developed. Integrated mission training centres to develop and deliver mission-specific training courses (e.g., national staff capacity-building programmes).

For senior leadership		*For military, police and corrections officers*
Mandatory	*Recommended*	*Required standardized training modules for*
1. Senior Leadership Programme for new appointees 2. Leadership Development Programme	1. Senior Mission Leaders' Course	1. Formed police units 2. Police planners 3. Individual police officers 4. Corrections officers 5. Military experts on mission 6. Military staff officers 7. Infantry battalions 8. Medical units

"Just in time" team-based training interventions
1. Team-building
2. Protection of civilians, other integrated tasks (e.g., technical assessment missions)
3. Command post exercises and scenario-based training as requested by missions

6. The Integrated Training Service transmitted the strategic-level priorities to peacekeeping operations in August 2010 and provided direction on their implementation for the current financial year, together with detailed guidance for the preparation of mission training budget submissions for 2011/12. The list of priorities contained in table 1 was elaborated to indicate whether Headquarters or the field had primary responsibility for implementation. For those programmes where integrated mission training centres have the lead role in ensuring delivery, the priorities were categorized as: (a) mandatory; (b) required; or (c) discretionary for mission implementation, in order to guide integrated mission training centres on the allocation of financial resources to those priorities.

7. At the mission level, the policy on training for all United Nations peacekeeping personnel sets out the responsibility of integrated mission training centres to work with the mission senior management to coordinate the development of a comprehensive mission training plan that incorporates the approved strategic priorities and mission-specific training needs for military, police and civilian personnel. It also requires that the heads of military and police components each issue an annual training directive. Initial guidance on the process for the completion of a mission training plan, the strategic priorities and existing mission training plans are all posted on the internal "community of practice" website to support knowledge management and sharing of best practices between training personnel. To date, five missions, the United Nations Stabilization Mission in Haiti (MINUSTAH), the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO), the United Nations Disengagement Observer Force (UNDOF), the United Nations Interim Force in Lebanon (UNIFIL) and the United Nations Mission in Liberia (UNMIL), have completed a mission training plan that incorporates strategic- and mission-level priorities and includes training with or without budgetary implications. Remaining missions have requested templates and more detailed guidance on the format of a mission training plan. The importance of national staff capacity-building during the drawdown phase is being highlighted as missions undertake their own needs assessments and identify mission-specific priorities. Currently, the United Nations Assistance Mission in Afghanistan (UNAMA), UNMIL, the United Nations Mission in the Sudan (UNMIS) and the United Nations Integrated Mission in Timor-Leste (UNMIT) have prioritized mission-specific national staff training programmes.

8. In accordance with the policy on training for all United Nations peacekeeping personnel, Department of Peacekeeping Operations/Department of Field Support offices with available resources are instituting a process of needs assessment and identification of job-specific and technical training priorities. In 2009, the Office of Rule of Law and Security Institutions conducted a needs assessment and developed a training strategy to address priority needs such as planning, assessments, partnership and relationship-building, integration, national capacity-building and institution-building in accordance with the overarching strategy adopted by the Office on 23 July 2008. The Logistics Support Division in the Department of Field Support adopted a policy on training and development, requiring each logistics service, section and field mission to establish training and career management objectives to ensure that priority job-specific and technical training needs are addressed. Such needs assessments and strategies are achieved within existing resources, which can lead to delays in their production. As outlined in section C below, many offices are in the process of establishing initial training standards on the basis of lessons learned in addition to more detailed needs assessments.

9. The prioritization mechanism has allowed for better and more focused planning by different training entities and improved coordination within the Departments of Peacekeeping Operations and Field Support and with the Office of Human Resources Management, thereby eliminating redundancies and duplication in training delivery. There is also a need for similar coordination and prioritization of training between the Departments of Peacekeeping Operations and Field Support and other Secretariat departments that are developing and rolling out training for peacekeeping personnel. The Learning Advisory Board provides a potential mechanism that could be used to prioritize and coordinate training requirements and

funding that affect peacekeeping operations. The Learning Advisory Board is tasked to maximize collaboration across occupations and to "actively support efforts to secure the resources required for the effective implementation of the Organization's learning and development activities" (ST/SGB/2009/8, para. 2.2 (b)).

III. Setting of standards

10. In order to provide clear guidance to the different partners delivering training, United Nations peacekeeping training standards are being developed for each of the three phases of training: predeployment, induction and ongoing training. United Nations peacekeeping training standards are defined in the policy on training for all United Nations peacekeeping personnel, as a course or curriculum outline that defines the overall training objective, identifies the target audience required to complete the training and sets out the specific learning outcomes for each topic covered during the training. This provides instructors with the flexibility to adapt the training materials to their local context while ensuring that participants have attained the same level of knowledge or skills irrespective of which instructor, mission or training institution delivered the course. As outlined below, peacekeeping training standards are being finalized for cross-cutting and job-specific and technical training.

A. Predeployment

11. Throughout the needs assessment and New Horizon processes, Member States have highlighted the need for clear predeployment training standards to enhance their ability to adequately prepare and deploy military and police capabilities. In 2009, the Departments of Peacekeeping Operations and Field Support issued updated core predeployment training materials, which provide the basic information for all predeployment training of military and police personnel, as well as civilians completing the civilian predeployment training course delivered by the Integrated Training Service. These are available in English, French and Spanish on the peacekeeping resource hub run by the Policy, Evaluation and Training Division (http://peacekeepingresourcehub.unlb.org) and on the community of practice website for trainers in Member States, together with additional guidance and best practices on their use. The aim of the core predeployment training materials is to provide military, police and civilian personnel with a shared understanding of the fundamental principles, rules and regulations that apply in United Nations peacekeeping in accordance with the latest United Nations and Department of Peacekeeping Operations/Department of Field Support policies and guidance. At the beginning of December 2010, the core predeployment training materials had been downloaded from the peacekeeping resource hub website 12,894 times.

12. The core predeployment training materials have been supplemented by specialized training materials, which focus on the skills and knowledge required to carry out specific functions in United Nations peacekeeping. In 2009, the specialized training materials for individual police officers were issued, thereby establishing the United Nations peacekeeping predeployment training standards for all individual police officers preparing to deploy to United Nations peacekeeping. As at December 2010, the specialized training materials had been downloaded 5,963

times. Preliminary versions of the specialized training materials for predeployment training of military experts on mission, corrections personnel and formed police units have been developed and tested and are expected to be issued to all Member States in the first semester of 2011. The development of updated and new United Nations peacekeeping predeployment training standards for military staff officers, infantry battalions and medical units are also expected outputs for 2011 as part of the capability development pilot projects. The pilot projects aim to identify methodologies for defining training standards more closely linked to performance expectations that fill critical capability gaps in a forward-looking, sustainable manner.

B. Induction

13. As the training standards and requirements expand for predeployment, the Departments of Peacekeeping Operations and Field Support issued updated mission-specific induction training standards to all missions in August 2010 that eliminate duplication between the two phases. Induction training standards, which include integrated elements for all personnel as well as specialized topics for military, police and civilians, emphasize mission-specific topics that are difficult to deliver in generic predeployment training courses, including mission mandates, strategic priorities, mission structures, cooperation with the United Nations country team and mission-level policies and standard operating procedures. The mission-specific induction training standards are posted on the community of practice website for United Nations training personnel and are regularly updated in accordance with policy developments in the Departments of Peacekeeping Operations and Field Support. The 190 community of practice members receive e-mail alerts when information, training standards, guidance or materials are updated.

C. Ongoing

14. The Integrated Training Service sets standards for ongoing training on cross-cutting issues for peacekeeping personnel during their deployment. Department of Peacekeeping Operations/Department of Field Support offices, in coordination with the Integrated Training Service, set standards for job-specific and technical training required to carry out a particular function. The latter is an area largely still under development and challenges remain in ensuring sustainable resource allocation for systematic delivery across all peacekeeping missions and headquarters.

15. When approving the strategic peacekeeping training priorities, the director-level Department of Peacekeeping Operations/Department of Field Support working group, chaired by the Department of Peacekeeping Operations/Department of Field Support Chief of Staff, has highlighted the importance of using Office of Human Resources Management standards for training on leadership, management and communications, where appropriate, to ensure that civilian personnel are trained to the same standard as other Secretariat personnel. Section IV outlines the collaboration between the Office of Human Resources Management, the Integrated Training Service and integrated mission training centres to deliver the Office of Human Resources Management standard courses to peacekeeping personnel. Substantive improvements made to the Senior Leadership Programme, Senior

Mission Leaders' Course and the Senior Mission Administration and Resource Training Programme (SMART) are described in sections IV and V respectively.

16. The Departments of Peacekeeping Operations and Field Support are also working with partners to initiate the development of a common peacekeeping curriculum, which includes foundational training and emphasizes the basic roles, functions and interdependencies of mission components and partners for staff members at the P-3 level and above and strategic planning, programme management and administrative skills for substantive section heads, which to date remain a training gap. The Departments of Peacekeeping Operations and Field Support are currently piloting a methodology for missions to deliver scenario-based exercises targeting decision-making and crisis management and information-sharing processes, which can be adapted to mission-specific needs and contexts. This new methodology will help multidimensional peacekeeping missions to address inherently complex security and post-conflict peacebuilding challenges that require focused and coordinated intervention among a large number of highly variegated United Nations players both within, and beyond, a mission's formal structure.

17. In addition to these cross-cutting training standards, 24 sets of job-specific and technical training standards are currently under development, representing 68 per cent of the 35 substantive and support components that exist in multidimensional peacekeeping operations. In the Department of Peacekeeping Operations, for example, the Criminal Law and Judicial Advisory Service of the Office of the Assistant Secretary-General for Rule of Law and Security Institutions has developed a comprehensive training programme specifically designed for judicial affairs officers deployed to United Nations peacekeeping operations to enhance their substantive knowledge and performance, which has already been delivered twice as at November 2010. The civil affairs focal point at Headquarters has developed a scenario-based skills training course to enhance the capability of civil affairs officers to implement their mandate. A pilot of a new training course on quick impact projects, which is also intended to benefit civil affairs officers and other relevant personnel on mission, was also recently completed. Operational and strategic management courses are being developed for corrections officers serving in peacekeeping operations. Standardized training on investigating and preventing sexual and gender-based violence for police officers already selected for, or already serving in, field missions and expected to undertake such investigations is also under development. This course focuses on the specialized skills required to address these issues in a complex post-conflict setting, which police officers might not readily have from their domestic experience. Examples in the Department of Field Support include the finalization of training on management of contingent-owned equipment and a certification programme for all human resources personnel in peacekeeping operations that is being developed by the Field Personnel Division in cooperation with eCornell. In addition, the Information and Communications Technology Division, as part of their succession planning, is establishing a training standard for personnel working to become chiefs in the area of information and communications technology.

IV. Ensuring efficient delivery of peacekeeping training

18. The lead role in identifying training needs and standards for United Nations peacekeeping rests with the Policy, Evaluation and Training Division. The

development and delivery of peacekeeping training entails collaboration and partnership with Member States for the predeployment training of military and police personnel; with the Departments of Peacekeeping Operations and Field Support and the United Nations Secretariat for cross-cutting training and job-specific and technical training for civilians; and with peacekeeping missions for induction and ongoing training once deployed to the field. The full development of the peacekeeping training architecture for capability development initiatives for troop and police contributors, workforce development for civilian staff and direct training support to peacekeeping missions will entail a wider and more extensive partnership, which will include peacekeeping training institutions worldwide as well as training entities within both the Secretariat and the wider United Nations system.

19. Predeployment training for military and police personnel is delivered by Member States' peacekeeping training institutions. To support Member States in ensuring that delivery is in accordance with United Nations peacekeeping predeployment training standards, the Departments of Peacekeeping Operations and Field Support carry out training-of-trainers programmes to familiarize trainers with the content of those standards, deploy mobile training support teams to provide on-site assistance to a training institution and share guidance, best practices and advice to the personnel of the 106 institutions addressing peacekeeping training from 60 Member States currently listed in the Departments' database.

20. Since the issuance of the 2009 report on the progress of training in peacekeeping (A/63/680), six training-of-trainers programmes have been carried out for 61 Member States, 23 per cent of which were new or emerging troop- or police-contributing countries. Table 2 provides more detail. Two mobile training support teams have been deployed at the request of the Permanent Missions of Pakistan and China to enhance training delivery competencies of instructors and assist in the design of a specialized leadership course for senior officers in their military peacekeeping training institutions, respectively. In March 2009, the Policy, Evaluation and Training Division launched an updated website, namely the peacekeeping resource hub, to provide Member States and partners with improved access to peacekeeping doctrine, lessons learned and training materials. In order to facilitate a more interactive forum that allows real-time communication between peacekeeping training institutions as well as the Departments of Peacekeeping Operations and Field Support, the Division launched a virtual community of practice for trainers in Member States on 18 October 2010. This community currently has 147 individual trainers as members representing 37 different peacekeeping training institutions. During the month of November 2010, 63 distinct users logged into the community to access the information available, with an average of 68 daily requests to download documents, illustrating that trainers are taking advantage of improved access to training guidance.

Table 2
Training-of-trainers programmes delivered by the Department of Peacekeeping Operations in 2009 and 2010

Year held	*Host country*	*Region covered*	*Category of personnel*	*Number of Member States participating (number of new or emerging troop-contributing countries/police-contributing countries)*	*Number of trainers trained*	*Potential number of peacekeepers to be trained in the next 12 months*[a]
2009	Argentina	South America	Military and police	10 (6)	22 military and 7 police	4 350
	Ghana	Africa	Police	9 (0)	20 police	3 000
	Indonesia	Asia-Pacific	Military	8 (1)	20 military	3 000
	Sweden	Europe	Police	13 (0)	20 police	3 000
	Australia	Asia-Pacific	Police	12 (5)	21 police	2 250
2010	Kenya	Africa	Military	9 (2)	24 military	3 600
Total				**61 (14)**	**66 military + 68 police = 134**	**19 200**

[a] Estimated potential number of peacekeepers based on Integrated Training Service and participant projections.

21. The Integrated Training Service continues to deliver the civilian predeployment training programme, which has been completed by more than 2,200 international civilian staff who had not been in mission service in the preceding three years. During the financial year 2009/10, 370 civilians completed the training programme, 75 per cent of whom were deployed to peacekeeping operations in Africa.

22. The Departments of Peacekeeping Operations and Field Support have also enhanced the content and delivery methodologies of the Senior Mission Leaders' Course and the Senior Leadership Programme (formerly the Senior Leadership Induction Programme). As a result, the courses are more interactive, have greater focus on issues from the field, and aim to identify common challenges that arise in missions, such as planning, integration, communication, and the role that senior mission leaders can play in addressing these challenges. As a result of better screening and targeting, 14 out of 88 participants, including four women, of the last four Senior Mission Leaders' Courses that were organized between November 2008 and June 2010 have subsequently been appointed as senior leaders in peacekeeping operations. The changes were extremely positive and received high praise from participants and mentors alike. Improvements have also been made to the Senior Mission Administration and Resource Training Programme (SMART), as a result of the 2009 evaluation. The improvements and the impact of SMART are described in more detail in section V.

23. Currently, the direct delivery of the civilian predeployment training programme, Senior Mission Leaders' Course, Senior Leadership Programme and SMART accounts for approximately a third of the non-post resources and a quarter of the post resources allocated to the Departments of Peacekeeping Operations and Field Support for training from the Peacekeeping Support Account. As an increasing number of training standards are adopted and the demands for cross-cutting and job-specific training delivery expands, the Departments of Peacekeeping Operations and Field Support will increasingly need to rely on partnership to deliver training, in order to meet all the identified priorities. This will allow training resources allocated to Department of Peacekeeping Operations/Department of Field Support

headquarters to be used primarily in the management of the overall peacekeeping training system, standard-setting, and monitoring and evaluation for quality assurance, and to ensure that training addresses capability gaps and genuinely maximizes performance, as outlined in the capability-driven approach.

24. The division of labour between the Office of Human Resources Management and the Integrated Training Service has been clarified and formalized in the policy on training for all peacekeeping personnel and the Secretary-General bulletin on the learning and development policy (ST/SGB/2009/9). The Integrated Training Service, as the learning focal point for the Departments of Peacekeeping Operations and Field Support and United Nations peacekeeping operations, leads on the identification and prioritization of training needs for peacekeeping, which includes promoting and monitoring adherence to relevant Secretariat/Office of Human Resources Management training standards for civilian personnel. The Departments of Peacekeeping Operations and Field Support and the Office of Human Resources Management coordinate on resource allocation and delivery of Office of Human Resources Management courses in the field, emphasizing the building of in-house capacities in peacekeeping operations to deliver Office of Human Resources Management courses directly for maximum cost-effectiveness. The Office of Human Resources Management maintains quality assurance, including through certification of trainers and improvements to course content and methodologies in collaboration with the Departments of Peacekeeping Operations and Field Support and other Secretariat departments. The implementation of this coordinated approach has resulted in the certification of more than 37 trainers in 10 Department of Peacekeeping Operations-led peacekeeping missions and 2 special political missions to deliver priority courses in the field (competency-based interviewing and selection skills, competency-based performance management and supervisory skills). This represents an increase in certified trainers of more than 56 per cent from 2009, resulting in a significant increase of personnel in the field who are able to complete management training of the same standard as other Secretariat personnel, which had previously been unavailable to them.

25. Increasing in-mission training capacities is part of a broader approach for promoting the use of the most cost-effective locations for delivery of training. Where possible, courses considered to be cross-cutting priorities for peacekeeping personnel are delivered directly in mission, through regional cooperation between missions, and/or as applicable, offices away from Headquarters within the same region in order to minimize travel costs. Through the establishment of a regional training and conference centre in Entebbe, Uganda, the Great Lakes region missions have significantly increased their access to training, conferences and retreats in a conducive learning environment within the mission areas of operation. By pooling their requirements, missions are able to conduct training for which, individually, they may not have sufficient resources. For instance, at the beginning of December 2010, the Entebbe Regional Service Centre hosted a competency-based interviewing and selection skills training-of-trainers course for the Great Lakes missions, following a similar West African regional training-of-trainers course hosted by the United Nations Operation in Côte d'Ivoire (UNOCI) in November. In the Middle East, peacekeeping operations, special political missions and the regional commission are exploring possibilities for collaboration on Office of Human Resources Management training courses in order to maximize resources even further. Lessons learned will be incorporated into ongoing efforts in the

Departments of Peacekeeping Operations and Field Support to determine the most cost-effective locations.

26. The Departments of Peacekeeping Operations and Field Support are also discussing an agreement with the United Nations System Staff College and the United Nations Institute for Training and Research (UNITAR) to collaborate on the delivery of the Senior Mission Leaders' Course and the development and eventual delivery of the common peacekeeping curriculum and scenario-based exercises described in paragraph 16 above. The Departments of Peacekeeping Operations and Field Support will continue to define the training objectives and learning outcomes based on identified priorities and United Nations peacekeeping doctrine and standards, while the Staff College and UNITAR leverage their comparative advantages in instructional design and delivery methodologies to ensure maximum quality, accessibility and cost-effectiveness in delivering the curriculum. The Departments of Peacekeeping Operations and Field Support are also partnering with the African Union to strengthen their capacity to provide training support. In the area of job-specific and technical training, the Department of Peacekeeping Operations is working through the 17-member Inter-Agency Working Group on Disarmament, Demobilization and Reintegration to assist Member State training institutions to develop and implement their disarmament, demobilization and reintegration training. In this regard, 13 Member State training institutions have formed the Integrated Disarmament, Demobilization and Reintegration Training Group, which pledges to develop and share training material based on the Integrated Disarmament, Demobilization and Reintegration Standards.

27. In addition, the Departments of Peacekeeping Operations and Field Support are leveraging technology to increase the accessibility of training to peacekeeping personnel through e-learning. In collaboration with the Office of Human Resources Management, generic e-learning courses have been made available to missions through UN.SkillPort. Integrated Mission Training Centres are managing registrations in the field, the Integrated Training Service provides guidance to missions and a financial contribution of $100,000 annually to the Office of Human Resources Management to cover peacekeeping personnel, and the Office manages the contract and provides technical backstopping. Since May 2009, almost 2,700 personnel have registered for UN.SkillPort courses and 33 per cent of them are actively using the courses offered. A review of the 20 most completed courses to date indicates that users are most often completing courses related to management and communications as well as information technology skills.

28. The Departments of Peacekeeping Operations and Field Support have converted the Headquarters induction course into an e-learning module in order to make the training available to all new Department of Peacekeeping Operations/Department of Field Support staff immediately upon arrival. Department of Peacekeeping Operations/Department of Field Support offices are also increasingly using e-learning for job-specific and technical training, including in the areas of guidance development; disarmament, demobilization and reintegration; management of contingent-owned equipment; and human resources training. Based on the lessons learned from these initiatives, the Departments of Peacekeeping Operations and Field Support and the Office of Human Resources Management are finalizing guidance for all Secretariat departments, offices away from Headquarters and field operations on the minimum standards for design and delivery of e-learning projects

to ensure that all United Nations online training will be equally accessible to personnel in peacekeeping operations as in other Secretariat departments.

V. Monitoring and evaluation of training

29. The Integrated Training Service monitors the development and implementation of peacekeeping training plans by Department of Peacekeeping Operations/ Department of Field Support offices and peacekeeping operations to ensure they are in accordance with approved priorities and standards. In collaboration with integrated mission training centres, the Integrated Training Service is implementing an evaluation methodology to determine whether individual training programmes adhere to approved training standards and to assess their impact on mandate implementation and, where possible, the return on investment by comparing the monetary benefits, including efficiency gains, with the costs of the programme. The aim of the monitoring and evaluation regime is to provide qualitative and quantitative information to illustrate that training is a strategic and cost-effective investment in peacekeeping.

30. The 2010 policy on training for all United Nations peacekeeping personnel commits Department of Peacekeeping Operations-led peacekeeping operations to the development of a comprehensive mission training plan that addresses strategic and mission-specific training priorities for military, police and civilian personnel, which may or may not have budgetary implications. On 12 April 2010, the Department of Peacekeeping Operations/Department of Field Support evaluation team initiated an evaluation of the capacity of existing integrated mission training centres to fulfil their obligations in finalizing mission training plans in coordination with senior mission management and ensuring their implementation. The evaluation report noted that expansion of the role of the integrated mission training centres and effective management of the training cycle would depend on three key factors identified in the training policy:

(a) The engagement of the senior mission leadership in prioritizing mandate implementation training needs;

(b) Direct linkages between the mandate implementation priorities and the mission training plan;

(c) Enhanced capacities of the integrated mission training centres to conduct mandate-related needs assessments, design and deliver responsive training packages, and perform training evaluations.

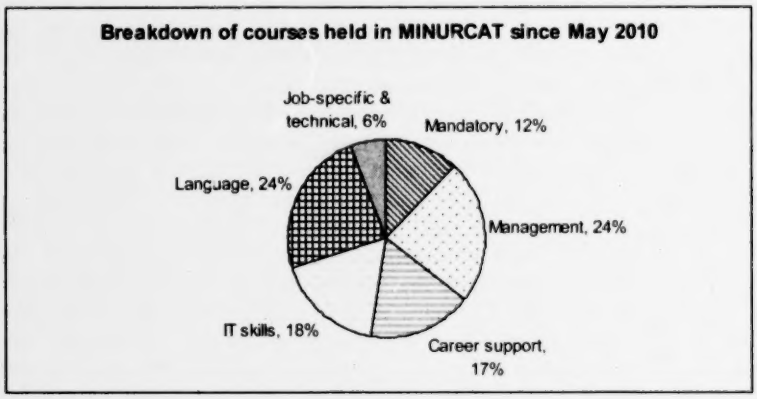
31. The evaluation team noted that the involvement of the Departments of Peacekeeping Operations and Field Support and, in particular, of the Integrated Training Service would be equally important, not only in providing policy implementation and supplementary guidance, but also in ensuring that the numerous training programmes in place, in development, or implied by new initiatives were coordinated, coherent and resourced for mission application. Oversight by the integrated mission training centres of all mission training would also require consistent coordination with the respective components and institutionalization of the authority of the chief of the integrated mission training centre over all personnel assigned to the centre. This would require a refocusing of existing human resources in the integrated mission training centres.

32. Historically, the primary constraints on effective monitoring and evaluation of peacekeeping training have been the lack of basic output data, such as numbers and types of courses delivered or numbers and categories of personnel trained, and the inability to collect evaluation data from participants across the system that can be gathered and analysed in a central repository. The initial step in the application of an evaluation methodology has therefore been the creation of comprehensive data-collection tools accessible to the Integrated Training Service and integrated mission training centres at the mission level. Accordingly, the Departments of Peacekeeping Operations and Field Support have developed and are rolling out an electronic training management system (e-TMS) in 11 Department of Peacekeeping Operations-led peacekeeping operations and two special political missions in 2010, as part of the Field Support Suite of information technology applications. The e-TMS system is a web-based application that allows all peacekeeping personnel in a mission to enrol in courses and maintains their individual training history. The electronic data transfers with them as they move from one mission to another. The e-TMS system also allows supervisors and training centre personnel to monitor the training of individuals and provides real-time information on courses delivered, personnel trained and categories and types of personnel requesting training. In addition to collecting basic output data, it includes an automated evaluation form to collect a participant's immediate reaction to the course and aggregate the results of that feedback for trainers. Integrated mission training centres are able to access and manage all data for their mission and the Integrated Training Service is also able to access a centralized reporting function for data across missions to allow for an overall analysis of training requested and delivered and personnel trained.

33. The Departments of Peacekeeping Operations and Field Support are coordinating with the Office of Human Resources Management on the roll-out of Inspira to ensure a smooth integration of data from e-TMS to the enterprise resource planning (ERP) system. The e-TMS system, and eventually the enterprise resource planning system, will allow for real-time monitoring of the implementation status of mission and Headquarters training plans to ensure that peacekeeping personnel are able to access and complete training in all approved priority areas in accordance with United Nations standards. For instance, reporting from the United Nations Mission in the Central African Republic and Chad (MINURCAT), which has the most advanced implementation of e-TMS, indicates that since May 2010, 84 training courses have been scheduled, which have been completed by 648 personnel, representing 65 per cent of the 1,000 personnel who applied for training. Almost half of the courses were career support and management courses, thereby contributing to staff retention. As at November 2010, 34 per cent of MINURCAT staff had been reassigned or selected for posts in other missions. The full breakdown of courses is outlined in the figure below. The e-TMS system is therefore a key innovation that allows the Integrated Training Service to fulfil its monitoring function to ensure training priorities are met and provides a foundation for the implementation of the evaluation methodology outlined in paragraph 35.

e-TMS data on courses held in MINURCAT since May 2010

(Percentage)



34. Currently, e-TMS is only accessible to users within the United Nations system and cannot therefore be used to monitor predeployment training carried out by Member States. Training recognition is the mechanism by which the Departments of Peacekeeping Operations and Field Support review predeployment training of military and police personnel carried out by Member States in order to confirm whether the specified course conforms to required United Nations Peacekeeping predeployment training standards. As at December 2010, the Departments of Peacekeeping Operations and Field Support had received 23 requests for training recognition of predeployment training courses for military and police personnel deploying to United Nations peacekeeping operations. To date, 17 courses have been recognized. In light of resource constraints, training recognition requests are prioritized on the basis of criteria related to the impact of the course on peacekeeping operations (number of national and international course participants, proportion of participants deployed to United Nations peacekeeping operations, frequency of the course) and geographical balance. The remaining six requests for training recognition will be addressed when the required resources become available. The analysis of advice provided to Member States during training recognition indicates a strong willingness to adhere to United Nations peacekeeping predeployment training standards, although peacekeeping training institutions face challenges in allotting sufficient time to training, ensuring the appropriate profile and methodological expertise of instructors delivering various modules, and carrying out course evaluations.

35. The Departments of Peacekeeping Operations and Field Support are working to implement the return on investment methodology (endorsed by the United Nations System Staff College and adopted by the Office of Human Resources Management for learning evaluation and impact assessment) to evaluate the impact of training on improved performance, and where possible, to compare quantifiable programme benefits with costs. The return on investment approach adds the cost-benefit analysis to the traditional model of four levels of evaluation of learning and training (the Kirkpatrick model). Thus the return on investment approach assesses:

(a) Participant satisfaction with the programme (reaction);

(b) Changes in knowledge, skills, and attitudes of participants (learning);

(c) Changes in on-the-job behaviour by participants (application of knowledge and skills);

(d) Changes in organizational outcomes resulting from the application of skills by participants (impact);

(e) The difference between the monetary benefits of the programme and its costs (return on investment).

36. The Integrated Training Service has undertaken an internal review of its programmes to assess how the return on investment evaluation methodology can be applied. Programme objectives and existing impact data were assessed in order to determine whether changes in on-the-job behaviour or changes in organizational outcomes could be assessed and subsequently compared with available information on costs. The review indicated that in most cases, the training objective requires further refinement and explicit linkage to the Departments' strategic objectives to allow for quantifiable impact measurement. Comprehensive data on development and delivery costs are often not available, in particular where partners have provided contributions in kind. This information is currently not reflected in internal financial tracking processes, which are geared towards the finalization of annual results-based budgeting submissions and performance reports. In order to develop improved procedures to address these issues, the Departments of Peacekeeping Operations and Field Support are undertaking two level 5 evaluation case studies: on the Lean Six Sigma training programme, part of the business improvement process capacity-building initiative; and on the Senior Mission Administration and Resource Training Programme (SMART).

37. The aim of the Lean Six Sigma training evaluation is to determine the extent to which the training contributed to the overall efficiency gains and process improvements realized by the completion of Lean Six Sigma projects. The full impact and return on investment data are being finalized, although initial results show a positive correlation between high levels of learning and application of skills in the workplace. Of the 22 trainees who completed the evaluation survey, only one person indicated that they would have been able to complete their Lean Six Sigma project without the training. The majority of respondents indicated that they frequently applied the project management, communications and leadership skills gained from the training in their Lean Six Sigma projects and for other tasks in the workplace. The evaluation also indicates that linking the training to implementation of projects in the workplace facilitates the application of skills leading to positive organizational impact.

Impact of the Senior Mission Administration and Resource Training Programme

38. The Senior Mission Administration and Resource Training Programme (SMART) had been initially developed in 2006 in response to the findings of a comprehensive audit of peacekeeping missions undertaken by the Office of Internal Oversight Services (OIOS). The audit report noted a lack of appropriate oversight, poor knowledge of the rules, regulations, guidelines and processes in peacekeeping operations and concerns related to accountability and integrity, and recommended

structural organizational changes, strengthening of oversight mechanisms and provision of additional training. On this basis, SMART was designed to deliver such training using a blended approach of e-learning and face-to-face workshops. The e-learning portion consists of eight electronic modules covering foundational United Nations knowledge, human resources, financial management and internal controls; administrative control mechanisms; operational support (logistics and integrated support); and procurement. In 2008, 97 per cent of participants completed all the e-learning modules, and 100 per cent in 2009. Completion of the e-learning modules is a prerequisite for attending the face-to-face workshops. External training consultants and United Nations staff deliver instruction in three face-to-face workshops carried out over a one-year period. The instructors and mentors guide participants through interactive sessions designed to apply the knowledge gained from the e-learning modules. The mentors assist in the facilitation of the plenary session, lead breakout groups and provide advice on addressing day-to-day challenges and career development. Currently, the Programme uses six mentors for each workshop of 40 participants.

39. The bulk of the initial costs of the Programme (2006/08) were used for the development of e-learning modules. Updating the modules in accordance with policy developments will be a considerable recurring cost in future. The Departments of Peacekeeping Operations and Field Support are exploring alternative options for technical programming updates and integration of the modules into the e-learning delivery platform contained in Inspira in order to minimize those costs. In order to reduce future delivery expenses of the workshops, SMART will also be relying less on external consultants to deliver training sessions and will prepare United Nations staff serving in such functions to handle instruction. This may include offering training-of-trainers courses to United Nations staff to take over facilitation and instruction functions.

40. At the beginning of 2010, a comprehensive evaluation was conducted of SMART in order to measure whether the Programme was improving the performance of managers who had undertaken the training. Participants and their supervisors were surveyed and interviews were conducted with mentors and facilitators. As the evaluation was undertaken at a relatively early stage (only after the first roll-out year), additional time was required for the training to show impact in the field. Surveys of participants and supervisors indicated that 60 per cent of supervisors believed that the course improved managerial and fiduciary responsibilities, and approximately 67 per cent perceived SMART as a factor in promoting staff members' increasing levels of responsibility and opportunities for advancement. The majority of managers agreed that participants were able to apply what they had learned practically and 55 per cent of managers agreed that SMART was improving participants' general job attitude. Participants agreed that the Programme was achieving its objectives; that the mentoring was increasing the effectiveness of the Programme; that the Programme was relevant to their jobs; and that they used what they had learned in their jobs.

41. The evaluation concluded that the Programme should generally continue in its current form, frequency and duration and that a return of investment evaluation strategy should be developed and implemented to collect more reliable data and continuously monitor the effectiveness of the Programme. Recommendations included: targeting of P-4 and P-5 level participants; the incorporation of the Management Development Programme run by the Office of Human Resources

Management and other existing standardized courses such as the course on ethics; the development of new modules on planning, risk management, project management and international accounting standards; and improved clarity on the roles of mentors. As at July 2010, the recommended changes had been made and approved by the SMART Advisory Committee, chaired by the Under-Secretary-General for Field Support. Initial feedback indicates that the revised Programme responds to the needs of participants. Although external consultants have been used in the first workshop, participants indicated a strong preference for United Nations staff to deliver these sessions in future. During the next two workshops, United Nations staff with the appropriate substantive knowledge and facilitation skills will gradually take over the presentation functions.

42. The return on investment evaluation, carried out in collaboration with the Return on Investment Institute, is designed to measure results of the SMART training, e-learning and face-to-face workshops over the longer term (three years plus). The aim is to evaluate whether the participants are gaining the appropriate knowledge and skills to maintain a prescribed level of competence in administrative support functions and improve their fulfilment of managerial and fiduciary responsibilities and accountability in the field. Data collection is currently under way, starting with surveys of participants and their supervisors. Ultimately, a return on investment evaluation will be measured against possible financial benefits for the Organization in support activities in peacekeeping missions. These will include concrete measurable improvements on previous problems outlined in the OIOS report, such as less waste and loss of resources, better financial accountability, a significant reduction in fraudulent incidents and abuse of authority through improved oversight, as well as better planning of the use of resources.

43. Measuring these outcomes would require more than just surveys of participants and supervisors. A study of auditors' reports, reports by directors of mission support and OIOS reports will be undertaken, and questionnaires will be given to procurement, finance, human resources and logistics sections in order to ascertain whether there was a quantifiable improvement in management of these areas as a result of SMART. Interim evaluation reports will be completed after each SMART cycle. In the coming two years, the evaluation data are expected to show improved learning and application of skills by participants. The impact of that application of skills is expected to become evident over the longer term, in approximately two to three years. The results and lessons learned in the SMART evaluation, the Lean Six Sigma evaluation and the full implementation of e-TMS should lead to the establishment of a robust monitoring and evaluation system across peacekeeping training.

VI. Resources

44. The learning and development strategy adopted by the Learning Advisory Board highlights the importance of coordinated and consistent resource allocation for training across the United Nations system, including with respect to peacekeeping training. For 2010/11, the regular budget resources allocated to learning and development represent some 1.12 per cent of staff costs. Funds allocated for training from the Peacekeeping Support Account represent some 1.29 per cent of staff costs at Headquarters. The combined total results in 1.18 per cent of staff costs, which is well below the established best practice minimum level

of 2 per cent of staff costs. This minimum target of 2 per cent was formally endorsed by the Human Resources Network on behalf of the Chief Executives Board in 2003.

45. An analysis of the 2008/10 expenditures illustrates that financial resources are increasingly being targeted at training interventions aimed at all categories of personnel. This reflects the increased emphasis on training management and evaluation activities as well as efforts to respond to the 2008 strategic peacekeeping training needs assessment, which found that integration or coordination between components in a mission was a weakness that should be addressed through training. In 2009/10, 16 per cent of the training portion of the Peacekeeping Support Account was allocated to interventions for all peacekeeping personnel, compared with 6 per cent in 2008/09. Resources allocated to training activities targeting uniformed personnel have remained steady at 24 per cent and 23 per cent respectively. As the Departments of Peacekeeping Operations and Field Support maintain primary responsibility for direct delivery of training to civilian personnel, for instance through the civilian predeployment training programme and SMART, the bulk of financial resources have been allocated to civilian activities, comprising 70 per cent of the 2008/09 training budget and 61 per cent in 2009/10.

46. At the time of writing, 68 per cent of Peacekeeping Support Account expenditures are allocated to cross-cutting priorities, and 32 per cent to job-specific and technical training and other non-priority activities. In light of the new focus on addressing defined training priorities, future analyses of funding allocations and expenditures will focus on the extent to which funds are allocated to defined priorities.

47. As indicated in paragraph 45, the majority of training funds from the Peacekeeping Support Account tend to be allocated to civilian training. This is due to the shared responsibility for peacekeeping training between the Secretariat and Member States: predeployment training for uniformed personnel is a responsibility of Member States, while civilian training falls under the responsibility of the Secretariat. However, an analysis of human resources allocated to training indicates that at Headquarters, the majority of training posts are dedicated to military and police training. The Integrated Training Service is allocated 34 posts in New York and Brindisi, Italy: 10 are civilian professionals; 7 are General Service staff; 3 are police officers; and 14 are military officers. Therefore, 41 per cent of the Integrated Training Service staff are military personnel working on military training issues and 9 per cent are police personnel working on police training issues. The ratio of uniformed personnel reflects its important role in supporting Member States' training efforts. The focus of the Integrated Training Service civilian staff is on training management and administrative issues in support of training for all categories of personnel (i.e. military, police and civilian). Field human resources statistics demonstrate a different military and police ratio from Headquarters: of the 233 training personnel in Department of Peacekeeping Operations-led peacekeeping operations, 56 per cent are civilian, 27 per cent are police and 17 per cent are military, reflecting the prioritization of predeployment training for uniformed personnel rather than in-mission training, given their short rotation cycle.

48. The Departments of Peacekeeping Operations and Field Support are currently exploring mechanisms to structure funding allocations more consistently for peacekeeping training. As outlined above, a partnership strategy is being

implemented in which the Departments of Peacekeeping Operations and Field Support will retain control over the training standards and content, while leveraging partners with a comparative advantage in cost-effective delivery of training. At the same time, efforts are being made to devolve the delivery costs of programmes targeted at staff in the field, such as SMART, to the field, through the creation of a cost centre for training based in the Integrated Training Service. If effective, this mechanism would also be used to cover delivery costs of other cross-cutting and job-specific technical programmes for field personnel, thereby ensuring predictable and sustainable funding to ensure that all target audiences are able to access this training in a timely manner. This would also allow smaller missions to access centrally coordinated programmes that are currently inaccessible because of funding constraints. Missions such as the United Nations Truce Supervision Organization and the United Nations Military Observer Group in India and Pakistan, which are funded through the regular budget, currently only receive training funds for upgrading of substantive and technical skills from the Office of Human Resources Management. Due to the numbers of civilian staff in those locations, the Office of Human Resources Management generally does not have the capacity to organize centralized training courses in those locations. Even for smaller missions with assessed funding, programmes such as the Management Development Programme are inaccessible owing to the cost of $106,000 for one cohort of 25 participants. Efforts are under way with missions to explore delivery modalities that may reduce the cost by as much as 40 per cent.

49. In addition, the Departments of Peacekeeping Operations and Field Support have also put in place several mechanisms to improve cost-effectiveness of current training expenditures. The prioritization mechanism outlined in section II allows for better coordination and monitoring of resources to ensure that they are being allocated to the most important training needs. The Integrated Training Service has reviewed the training submissions of all Department of Peacekeeping Operations/Department of Field Support offices requesting funding from the Peacekeeping Support Account to ensure that priority needs are being addressed in the submission for 2011/12 and to eliminate any duplication among cross-cutting training programmes, including centrally coordinated training programmes of the Office of Human Resources Management. In addition, the following criteria have been established for cost-effectiveness, against which all training budget submissions have also been reviewed:

- Alignment with approved training priorities
- Lack of available alternative training opportunities without cost implications
- Design of the programme conforms to existing rules and regulations, in particular with respect to consultants
- Elimination of duplication of training requests
- Appropriate nature of the training location or venue
- Consideration of alternatives to travel for training (e.g., use of e-learning, webinars, or videoconferencing)
- Availability and appropriateness of in-house expertise for development or delivery of the training (or consideration of creating in-house expertise through training of trainers, certification, e-learning, etc.)

- Opportunities to take advantage of economies of scale, in particular through the conclusion of system contracts, if using an external provider.

50. In addition, to further improve monitoring of training expenditures, the Department of Peacekeeping Operations/Department of Field Support working group has requested that the Integrated Training Service issue quarterly reports on training activities and expenditures to programme managers and Headquarters training focal points.

VII. Conclusions

51. As outlined in the report, the peacekeeping training architecture has been put in place. The overall strategy and policy documents have established a shared understanding of the roles and responsibilities of all stakeholders and entities involved in peacekeeping training. Training standards are being developed to address cross-cutting and job-specific and technical priorities, and are being rolled out across the system as a result of greater coordination between the Departments of Peacekeeping Operations and Field Support, Member States and field operations. Information and knowledge management are improving the availability and quality of data on training, which allow for better coordination and improved decision-making on training. Monitoring and evaluation mechanisms are being developed and implemented, which will help to ensure the agreed training standard to be implemented and allow the Departments of Peacekeeping Operations and Field Support to provide better support to Member States' efforts in peacekeeping training.

52. In this context, the Departments of Peacekeeping Operations and Field Support reiterate their commitment to peacekeeping training as a strategic investment for the improvement of capabilities to address the increasingly complex needs in peacekeeping. As more comprehensive and better quality data on the positive impact of training become available, they should be matched with more consistent and predictable resources for peacekeeping training. The Departments of Peacekeeping Operations and Field Support look forward to increased engagement with Member States and their training institutions, and encourage Member States to further strengthen their own peacekeeping training capacities and institutions.